

Entered as second-class matter May 15, 1919, at Post Office at Madison, Wisconsin, under the Act of August 24, 1912

State and Local Administration
of Continuation Schools

BY

EDWARD A. FITZPATRICK

Secretary of State Board of Education

The Continuation Schools of Wisconsin
Vocational School Survey
Chapters V—Part 2. VI

STATE BOARD OF EDUCATION

MADISON, WIS., APRIL, 1922

UNITY THROUGH COOPERATION

WISCONSIN'S EDUCATIONAL HORIZON

EDWARD A. FITZPATRICK, Editor

Issued bi-monthly by Wisconsin State Board of Education, Madison, Wisconsin

WISCONSIN STATE BOARD OF EDUCATION

Herman Grotophorst, President
Edward J. Dempsey, Vice President
John J. Blaine
John Callahan
Theodore M. Hammond

John H. McQuaid
Harley Nickerson
John W. Salter
Ellen C. Sabin
F. J. Sensenbrenner

Edward A. Fitzpatrick,
Secretary and Statistician

Jennie McMullin Turner
Research Assistant

George H. Landgraf,
Field Organizer

THE CONTINUATION SCHOOLS OF WISCONSIN

Vocational School Survey

THE CONTINUATION SCHOOLS OF WISCONSIN

Vocational School Survey

Introduction

- I. The Genesis and Purpose of the Survey.
- II. The 1911 Report on Industrial and Agricultural Training.
- III. The History of Vocational Training in Wisconsin.
- IV. The Present Situation in the Wisconsin Continuation Schools—An Inventory Description of the Work in each of the Continuation School Cities.
- V. The State Administration.
- VI. Local Administration (Local Boards of Industrial Education).
- VII. Financing the Continuation Schools:—A. Local Finance; B. State Aid; C. Federal Aid.
- VIII. Child Accounting.
- IX. Fundamentals of a Course of Study.
- X. Special Subjects: 1. The Assembly; 2. Physical Education and Personal Hygiene; 3. General Science; 4. English; 5. Civics (Safety and Industrial Laws); 6. Choice of Occupations; 7. Occupational Training: Boys; 8. Occupational Training; Girls; 9. Commercial Education.
- XI. Suggested Programs.
- XII. The Teacher Problem (State Certification).
- XIII. The Director.
- XIV. Apprenticeship.
- XV. Scholarships in Continuation School.
- XVI. Adult Education in Wisconsin:—

Part I. The Present Situation.

1. The Background.
2. The Two Public Agencies of Adult Education.
3. Some Problems of the Present Program of Adult Education.

Part II. Incipient Educational Movements.

Part III. The Basis of Adult Education.

Part IV. Construction Recommendations.

1. Pedagogical.
2. Organization.
 - a. The Continuation School—The Agency of Adult Education.
 - b. A Public Valparaiso.

- XVII. Technical and Trade Training through Continuation School.
- XVIII. Rehabilitation of Industrially Handicapped.
- XIX. Program for Continuation Schools of Wisconsin.

374.8
F 585

State Administration

§ I. The State Board of Vocational Education

In Chapter III we have discussed the legislative history of the State Board of Vocational Education. In this connection we are interested in it as an agency of supervision.

The original board of industrial education was well constituted for the purpose of state supervision. The lay element was predominant through the employer and employee members of the Board. The three ex-officio members furnished important connections with the regular educational system. The State Superintendent of Public Instruction was to be the liason officer with the regular public school system; the Dean of the University Extension Department was to be the liason officer with all the efforts of the educational system through the University to meet the needs of adults desiring instruction of various grades. The Dean of the College of Engineering was to be the liason officer with the highly technical aspects of our educational system. All three connections were highly desirable and important in a co-operative development of vocational and continuation school education, particularly in the early period of development of the movement.

The total disregard of the State Board of Vocational Education by State Superintendent Cary created an atmosphere that was not conducive to a real development of the continuation schools. The bringing to bear of the points of view of the Extension Division and technical training through the Engineering College did not materialize to the degree that was expected. This, we believe, was largely due to the conflict that existed.

In the legislation of 1917, reconstituting the State Board of Industrial Education, and changing the word "industrial" in the title of the Board to "voca-

* Part 1 of this chapter is printed in a separate bulletin under the title "Dual Control in Wisconsin."

tional," the Dean of the University Extension and the head of the College of Engineering were not included in the new board. Under the new law, which gave to the State Board of Vocational Education the supervision of vocational agricultural work of the State, it was necessary to add three farmers to the board to bring to bear upon the problems of agricultural education the views of the farmers. It was felt at the time that with this increase in the size of the board the continuance of the two Deans would make the board unwieldy. It was felt, too, that the cooperation of these two University officers could be secured just as well without membership on the board as through membership on the board. The fact, too, that the State Superintendent of Schools, who was opposed to the vocational education program as administered through the board, was a member of the Board of University Regents and Chairman of the Extension Committee, made an uncomfortable situation for the Dean of University Extension to act on the board.

The new board as reconstituted consisted of three farmers, three employers, three employees, the State Superintendent of Public Instruction, and a member of the Industrial Commission chosen by the Commission. The addition of this member was a distinctly new departure in this legislation. The purpose was to bring into direct relationship with the Vocational Board the great administrative agency of the State dealing with industrial relations, thus bringing to bear upon the problems of industrial education the point of view of a public authority dealing with industrial relations. This is in conformity with the general view that boards of education should be made up of lay members rather than educational experts. If this principle is followed later when the work of vocational agricultural education really makes important advances the Commissioner of Agriculture should very properly be added to the board.

The board as thus constituted consists of eleven members. It has never seemed to me a fatal objection to a board that it was large. In fact, one of the strong arguments in favor of a board as against a single officer is that more points of view can be expressed with different sources of suggestion from the community can be brought to bear upon educational problems. And this same reasoning applies to smaller as compared with larger boards. At some point a board becomes unwieldy, dissipates time in oratory, and does not develop the real virtues of conference. When the size of a board exceeds fifteen, these dangers are likely to develop.

The Personnel of the Board

The personnel of the boards will show the representative character of the State Board. The facts are given in Table No. 1.

Table No. 1. PERSONNEL OF STATE ADMINISTRATIVE AGENCY

State Board of Industrial Education 1911-1917

Employer

H. E. Miles, Racine.....	1911—1917
A. S. Lindeman, Milwaukee.....	1911—1917
E. J. Kearney, Milwaukee.....	1917
Eli E. Winch, Marshfield.....	1911—1914
E. W. Schultz, Sheboygan.....	1914—1917

Employee

Murt Malone, Oshkosh.....	1911—1917
Oliver Ellsworth, Oshkosh.....	1917
W. N. Miller, Eau Claire.....	1911—1917
Donna Dines, Milwaukee.....	1911—1914
Frank L. Clarke, Madison.....	1914—1917

Ex Officio

L. E. Reber, Dean University Extension.....	1911—1917
F. E. Turneure, Dean Engineering College, University of Wisconsin	1911—1917
C. P. Cary, State Supt. of Schools.....	1911—1917

State Board of Vocational Education 1917—

Employers

E. W. Schultz.....	1917—1925
Robert S. Cooper	1917—1927
E. J. Kearney	1917—1923

Employees

John H. McQuaid, Milwaukee.....	1917—1927
A. W. McTaggart, Superior.....	1917—1925
Oliver Ellsworth, Oshkosh	1917—1923

Farmers

George F. Comings	1917—1927
Miles Hineman	1917—1923
C. E. Hanson	1917—1919
F. W. Ploetz	1919—1925

Ex Officio

Thomas F. Konop, Member of Industrial Commission.....	1917—1921
L. A. Tarrell, Member of Industrial Commission.....	1921—
C. P. Cary, State Superintendent	1917—1921
John Callahan	1921—

The Problem of Supervision of Schools

The principal problem before the State administrative authorities was the reclaiming educationally of all children who had gone into industry over fourteen and up to sixteen, and by legislation in 1921 up to eighteen, so that their education should be continued. Another major problem was to open up for anybody of whatever age who was not provided for in the regular educational system, an educational opportunity suited to their cultural or vocational needs. A new agency had to be created. Cooperative arrangements providing for this supplementary education had to be made with local educational institutions and the University Extension Division. Personnel had to be developed to teach the schools; courses of study suited to the needs and the limited amount of time at school had to be worked out; equipment had to be purchased, and a nice balance had to be maintained between industrial training as the boy got it in the shop and as he should get it in the school. Even though the law required many communities to establish these schools, the spirit and basis for the schools had to be impressed upon governmental and local authorities.

These are the problems that have faced the administration of the vocational school in the past. They have been largely problems of administration and organization as distinct from supervision. The problems of organizing the system and the general administration of it have been fairly well settled, particularly so far as the education of the compulsory part-time pupils are concerned and the ordinary work of evening schools.

The Contribution of the State Directors

In this development the several state directors of vocational education have each made a valuable contribution.¹ Mr. Sprague made an excellent beginning with apprenticeship work which has never been fully followed up on its educational side, though the Industrial Commission has done splendid work in this field, particularly with the assistance of its State Advisory Committee. Mr. Glynn did a valuable piece of work in emphasizing the necessity for an industrial content in the continuation school work and in carrying the message of continuation school education to the labor unions and securing their very hearty cooperation. Mr. Callahan has succeeded in developing generally a spirit of cooperation and good will between the regular schools and the continuation schools, and has made beginnings in the important problems of educational supervision which now face Mr. Hambrecht.

Because of the attitude of the former State Superintendent of Schools, the duty of supervision was not vested in the State Board of Vocational Education until 1917. Up to the present time the problems of administration and organization as distinct from supervision have been uppermost. The largest problem immediately facing the new Director of Vocational Education is the problem of educational supervision. This passes now from a subordinate to a primary position. However, with the passage of the half-time law passed by the 1921 Legislature upon our recommendation, which requires children between the ages of 14 and 16 to attend school half-time, an important and large new problem of organization and administration faces the State authorities. With the new State Superintendent of Schools thoroughly acquainted with the problem, with a man of Mr. Hambrecht's educational experience and training in industry as the new director of Vocational Education, with all other State agencies ready and willing to co-operate, the vocational school ought to make rapid progress in its strictly educational problems.

The State Director of Vocational Education

For the completeness of the record a summary statement of the education, training, and experience of the State directors of vocational education is given below:

Mr. Frank L. Glynn, State Director of Vocational Education, 1917-18

Education: High School graduate. Graduate of Oswego State Normal School—4-year classical course; Business College—1 year. Special courses in

¹The work of Mr. Warren E. Hicks, who was charged with the responsibility of getting the system established, and did effective work with city councils, which had to be done in spite of the fact that the law was compulsory, was done as a member of the staff of the State Superintendent of Schools.

Industrial Economics, Cornell University. Associate member American Society of Mechanical Engineers.

Practical Experience: Machinist helper, Railroad shops. Stenographer and Accountant in business office.

Teaching and Supervising Experience: Director of Albany Vocational School, Albany New York; Director of Bridgeport State Trade School, Bridgeport, Connecticut; Director State Trade School, New Britain, Conn. Investigator (for United States Bureau of Education and for State Board of Education of Connecticut) of Trade, Industrial, and Continuation Schools in various European countries. Author: U. S. Bureau of Education Bulletin No. 23, 1914, "Some Trade Schools in Europe;" Director of Boardman Apprentice Day and Evening Trade and Continuation School, New Haven, Connecticut, under City Board of Education. State Director, Board of Vocational Education, Wisconsin, 1917-18; Director, Educational Training for Production, Curtis Aeroplane Corporation, Buffalo, New York; Section Head of Production Training for Ordnance Department, Philadelphia District; Author: U. S. Department of Labor Bulletins 1 and 2, 1918, on Training and Dilution Service; District Superintendent of Training and Dilution Service, U. S. Department of Labor; Consultant on Production Training, Bethlehem Steel Plant, 1918.

Mr. John Callahan, State Director, 1919-21

Elected State Superintendent at the election held April 5th, 1921, by a total vote of 207,521 to his opponent's, C. P. Cary, vote of 177,582, was born in Westchester county, New York, December 16, 1866, and came to Wisconsin with his parents in 1869, making his home at Prescott, Pierce County. He has had over thirty years experience in Wisconsin public schools and for twenty-seven years had held the life certificate. For three years he was with the Pierce county schools, eight years Supervisory Principal at Glenwood city, three years at New Richmond, and Superintendent of Schools at Menasha for seventeen years. For the past three years he has been State Director of Vocational Education. He was conductor of the Teachers Institutes, president of the Northwest Teachers' Association 1900, president of the Northeast Teachers' Association 1908, president of the State Teachers' Association 1913, and for the past twelve years has been a member of the Teachers' Legislative Committee. He has made a specialty of rural and graded school work and has an exceptional familiarity with the entire school system of the state. (The Blue-book 1919.)

Mr. George P. Hambrecht, State Director, 1921

Education: Graduated from High School 1891, University of Chicago (Ph. B.) 1903, Yale University Law School (LL. B.) 1904; attended University of Wisconsin, 3 years, 1903-06.

Practical Experience: Office assistant, 1 year, 1891-92; one of the founders and secretary of the University Cooperative Association while at the University, 1903-06; practiced law ten years, 1904-14, city attorney, member of the Wisconsin Industrial Commission, 6 years, 1915-21; and chairman 1917-21; President of the Association of Governmental Labor Officials, 1919. Chairman, Wisconsin War Labor Board, 1917-18.

Teaching and Supervising Experience: Taught high school (mathematics and science) 3 years, 1895-97, and principal of high school 2 years, 1897-99, and superintendent of schools, 2 years, 1899-1901, all at Grand, now Wisconsin Rapids, Wisconsin; State Director, Vocational Education 1921.

III. Character of the Supervision of Schools

There are now organized in the state forty-eight continuation schools in various stages of development. This now includes every city required by law (i. e. with a population of five thousand) to have a continuation school and includes a number of smaller cities that have taken advantage of the permissive feature of the law. These new schools, just beginning, without any standardized course of studies, textbooks, or other technique, had to find their way and the continual suspicion of industrialism cast upon them did not help them. The persistent attempt to discredit them hindered their progress.

As elsewhere pointed out, there developed, under the supervision of Mr. Callahan, a fine spirit of cooperation in the localities and a mutual understanding of the local agencies in charge of both phases of public education. The attacks from the State Department became intermittent. The Director of Vocational Education was in the field practically all the time, developing the cooperative spirit. However, the supervision of schools took on the character more or less of first aid. The supervisors had no general program that they carried to the localities, no general policy on the various problems of local administration.

Written Constructive Criticism by State Supervisors Needed

The state supervisor visited the local schools and conferred with the director and ordinarily did not confer with the local Board of Industrial Education unless matters of finance were involved in the suggestion. Of course during the period of organization of the Vocational School, the state supervisor works practically with and through the local board of industrial education. Subsequently the whole contact was a matter of oral conversation between the director and the supervisor. It would seem highly desirable that the supervisor should write out fully to the director his recommendations both as a matter of record and as a matter of later checking up progress in the school. The local Board of Education could have in this way the benefit of independent judgment of the character of work in the local schools. Nothing is more important in these schools than the sense of continuing accomplishment. If the supervisors would continually state in writing before each of the directors some things which should be accomplished before the next visit, the improvement in these schools would be rapid.

State Supervision Strong in Selling the Idea Locally

The state supervision has been very effective in what has been called "selling the idea" to the local community. It is largely through the energetic action of the state supervisors that communities have been led to undertake the continuation school program. If there has been deficiency, it has been along the lines of not working out definitely in advance of the actual opening of the school a program that was suited to the peculiar needs of that community. Definite surveys of communities have not preceded organizations of schools. The particular organization of a school was largely left to the

local director and the local board of industrial education, without the benefit of the failures and successes of other school organizations in the State. The supervisors are in a peculiar position to make good organization universal by bringing reports of what is happening to other communities, by urging local directors and boards of industrial education to go and visit other communities, with specific suggestions as to what to look for.

Salesmanship and Workmanship Needed

We are pointing out more fully in the chapter on the local director over-emphasis on salesmanship, or rather under-emphasis on workmanship. We have been a little bit too anxious about selling the idea without improving the product. Perhaps in the whole range of education there is no part of the program that can be more definitely brought home to communities than this continuation school idea for children in industry, whether we look at it in the light of social need or individual need. As great emphasis must now be placed upon workmanship as has been placed on salesmanship, and the defect which we are here noting in state supervision has been perhaps even more notably true of local supervision, as elsewhere described in Chapter XIII on "The Director."

State Supervision Should be Especially Interested in Administration

Because of the comparative infrequency of state inspection the good to be derived from state inspection will be at its maximum if the state supervisors devote their attention to the general conditions underlying a school system, the conditions under which the classroom teachers work, the frequency and quality of inspection by the local director, the program of training teachers in service and its actual working out. The state inspector coming to a city four times a year, which is rather unusual, and inspecting the classrooms could hardly have very much effect upon the quality of classroom work.

The major responsibility for classroom instruction is placed upon the director. He is on the job every day in the year. He can visit regularly and systematically; he can make suggestions and see how effectively they are carried out. The great opportunity for the supervisors is to see that the director is doing this job and not to do it themselves. State supervisors do not stay long enough in any of the cities to make inspections of all classrooms that would lead to constructive results in the time allotted to them. The state supervisors must regard their major job as assisting the directors to be constructively helpful to all of their teachers, and assisting local boards to find and keep good directors. The state supervisor should inspect the classrooms with the director and notice his method of handling the teachers, the quality of suggestions he makes, the way he makes them, and stay with him for after-school conferences with some of the teachers. This attitude by the state supervisor in itself would create a wonderful change in the attitude of the directors toward their work and would reveal instantly the pedagogical weakness of the vocational schools. A constructive working out of this policy would be helpful to all types of supervision in all states of the country.

Training of Teachers in Service

Beside the problem of supervision itself to judge the quality of work that is now being done, two other educational problems deserve special attention. These are the problems of training of teachers in service and of courses of study. As will be shown in more detail in Chapter 12 on the "Teacher Problem," most of the teachers in the vocational schools are inadequately prepared for the work, either on the side of academic and pedagogical training or on the side of industrial experience and knowledge. But even if teachers had the best training now offered in the teacher training schools, there would be, as there is in the general public school, need for continuous training. Beside the general inspection of schools and such teacher training as has been incidental to that, which is not very large, the State Board of Vocational Education for a number of years has been conscious of the problem and has provided at Stout Institute each summer a week's conference of all the directors, and in four places in the state sectional meetings of directors and teachers for the purpose of discussing the problems of the continuation school. A typical program of a sectional conference is the one given at Appleton, December 9, 10, and 11, 1920. The program of this meeting is as follows:

STATE BOARD OF VOCATIONAL EDUCATION

Conference of Vocational-School Teachers, Appleton, Wis.
(Vocational School Building)

December 9, 1920

9:00 A. M. *General Session*

	Chairman, John Callahan, Madison
Educating the Community.....	John Callahan
Objective and Ideals in Continuation School Work.....	W. C. Sieker
The Relation of the Vocational School to the Home.....	Miss Bessie Allen
1:30 P. M. <i>Sectional Sessions</i>	

Trades and Industry Group

Analysis of the Job, including Auxiliary and Related Material....W. F. Faulkes
E. E. Gunn, Jr.

Home Making Group

Organization and General Content of Home Making
CoursesMiss Margaret Johnston

Academic Group

ArithmeticA. R. Graham

Commercial Group

Organization of Commercial Work to Fit the Needs
of the Community.....Professor C. M. Yoder

6:30 P. M.

Banquet

Address by R. L. Cooley, Director of Central Continuation School, Milwaukee, Wisconsin.

December 10, 1920

9:00 A. M. Sectional Sessions

Trade and Industry Group

Blocking in of Trades and the Instructional Process.....W. F. Faulkes
E. E. Gunn, Jr.

Home Making Group

Methods and Presentation in Home Making Instruction
Miss Margaret Johnston

Academic Group

CivicsA. R. Graham

Commercial Group

The Elements of a Part-time Commercial Course.....C. M. Yoder

1:30 P. M.

Trades and Industry Group

Determination of the Progression Factor and Checking
LevelsW. F. Faulkes
E. E. Gunn, Jr.

Home Making Group

Arrangement, Use, and Care of Equipment and Sup-
plies for Girls' Work.....Miss Margaret Johnston

Academic Group

English in Part-time and Evening Schools.....A. R. Graham

Commercial Group

The Successful Operation of an All Day Commercial School....Professor Yoder

December 11, 1920

9:00 A. M.—General Session

Chairman, John Callahan
Relations to Office of State Board of Vocational Education.....John Callahan

A typical program of the annual conference of local directors of vocational schools is the program at Stout Institute on August 17, 18, and 19, 1921, which is as follows:

CONFERENCES OF LOCAL DIRECTORS OF VOCATIONAL EDUCATION

Conducted by the

State Board of Vocational Education of Wisconsin at Stout Institute,
Menomonie, Wisconsin

August, 17, 18, 19, 1921

GEORGE P. HAMBRECHT, *Chairman*

Wednesday, 9 A. M.

1. Opening Address.....George P. Hambrecht
2. Industrial Rehabilitation.....Miss Tracy Copp,
Federal Board of Voc. Education

3. Industrial Rehabilitation and its Relation to Vocational SchoolsW. F. Faulkes
4. Recent Vocational Legislation.....E. E. Gunn, Jr.

Wednesday, 2 P. M.

5. Part Time Education.....R. L. Cooley
6. Plans and Suggestions for Increasing the Number of ApprenticesWalter Simon
7. Discussion of State Plans to the Federal Board and their Relation to Local Programs.....A. R. Graham

Thursday, 9 A. M.

1. Maintaining the Institutional Integrity of the Vocational School Under Cooperative Plans with the Full Time SchoolA. R. Graham
2. Interpretation of Child Labor Laws.....Taylor Frye
3. Vocational EducationR. L. Cooley
4. Responsibility of the Public Official.....Charles E. Whelan

Thursday, 2 P. M.

5. Organization of a Course in Civics.....Mrs. Glenn P. Turner,
State Board of Education
6. Summary of Trade Analysis.....W. F. Faulkes
7. Evening School Work.....W. F. Faulkes
8. Remarks.....Lt. Gov. George F. Comings

Friday, 9 A. M.

1. New Responsibilities of the Continuation Schools.....E. A. Fitzpatrick,
State Board of Education
2. Vocational GuidanceA. R. Graham
3. Development of Vocational School Work Through Coordination.....E. E. Gunn, Jr.
4. RemarksJ. H. Brown, Madison, Wisconsin
5. All Day and Part Time Commercial Courses.....E. W. Barnhart,
Federal Board for Vocational Education

Friday, 2 P. M.

6. AddressJohn Callahan
7. Project Method in Home Economics.....Margaret Johnston
8. Uniform Record Blanks—
 - (a) Forms required by the State.....E. E. Gunn, Jr.
 - (b) Other School Administrative Records.....L. P. Whitcomb
H. G. Stewart
L. A. Crocker
E. F. Randall
 - (c) Records for Checking Advancement.....T. S. Rees
W. R. Rasche
9. Business English and Office Training.....Miss Regina Groves,
Madison, Wisconsin

Within the scope of these conferences, they have provided an excellent means for the exchange of opinion and bringing to bear more directly from the supervisor and from some outsiders a broad conception of the problem of the continuation school.

The State Courses of Study

The Board of Vocational Education has issued a series of courses of study for the continuation schools. The list is given in the list of publications which we are giving in Appendix A to this chapter. We are describing at some length the course of study situation in the local continuation schools in Chapters 9, 10, and 11.

For the most part the courses of study published by the state are merely outlines of the subject matter to be taught in the schools. Apparently very little attention has been given to the psychological arrangement of the subject matter or other educational considerations. These courses of study do furnish, however, some suggestions on the scope of the work and a possible division of the subject matter in various fields. The most striking of the courses of study is the one in civics, covering a wide range of historical data culminating in a study of contemporary institutions. The historical study is limited neither to the political nor military history, as so often happens, but includes the scientific and intellectual sides as well. A course of study is definitely arranged with reference to the principle of progression and extends over the entire compulsory school period in the continuation school as defined by law when the course of study was written. There are two principal difficulties with this particular course of study: 1. The teachers now teaching in the vocational schools do not have the training nor could they by any possible "boning up" possess the wide sweep and sureness of knowledge which this course of study requires. 2. It is practically impossible with the continuation school student at present and in the time allotted to do anything more than give to students the judgments of the teacher without any possibility of giving them the data or without any possibility of their reading enough outside really to understand the broad sweep of the movement outlined in this course of study. Its introduction, however, contains sound suggestions regarding the course of study and are quoted elsewhere in this report.*

* Special comment on the domestic science courses of study is made on pages 29-30.

§ IV. The Personnel of the Supervisory Staff of the Continuation School

The effort to secure supervisors under the direction of the State Board of Vocational Education has an interesting history. In 1915 the State Board of Vocational Education was authorized to have a "developer" under its own direction. The experience of Mr. Glynn, who was selected to develop the work, indicated almost immediately the need for further assistance. A plan was developed through the use of the Federal funds to secure the necessary assistance. Under this plan the State Board of Vocational Education allowed the local Board of Industrial Education a certain amount of Federal aid for the payment of salaries and expenses of the local directors who were to act as district supervisors under the direction of the State Board of Vocational Education.

The State Board of Education discussed this subject at its meeting on January 9, 1919, and felt that the situation should be met directly, and disapproved the method of securing what was admittedly necessary assistance. The minutes of the State Board of Education for January 9, 1919, has this item:

"Motion was made by Mr. Hixon and seconded by Dr. Vilas that the State Board of Education disapprove the use of Federal Aid for the purpose of district supervisors as not contemplated by the Smith-Hughes law, nor by the Federal authorities. The Secretary of the State Board of Education was directed to advise the State Board of Vocational Education that it should present a new budget for general administration and supervision in view of the foregoing action."

The state budget of 1919 (p. 224) has this note on the situation:

"In March of this year the State Board of Vocational Education, through an arrangement with local boards of industrial education of the cities of Kenosha, Appleton, Green Bay, and Racine, secured the services of A. R. Graham, W. F. Faulkes, E. E. Gunn, Jr., Moncena Dunn, and Miss Avis Ring, who have been acting as district supervisors under the direction of the State Board. The salaries and expenses of such district supervisors have been paid, indirectly, from federal funds received from the Federal Board for Vocational Education under the terms of the Smith-Hughes Act. This arrangement, so far as the present year is concerned, has been approved by the Federal Board. They request, however, that at the next session of the legislature arrangements be made by which the salaries and expenses of such district supervisors may be paid directly from state funds. We, therefore, request that in addition to the appropriation granted the State Board for administrative expenses we be granted sufficient funds with which to pay the salaries and expenses of such district supervisors, as indicated below."

After the 1919 legislature provided the funds for financing this work a civil service examination was held in which three inspectors of trades and industries proved to be the highest on the list and were named for the positions. The Smith-Hughes Law practically made it necessary to have a supervisor of Agriculture and a supervisor of Domestic Science. The Civil Service Commission included examinations for these places and Miss Johnston and Mr. Gehrend were recommended by the Civil Service Commission and appointed by the Board.

The personnel of the supervisory staff of the State Board of Vocational Education, as thus selected, continues to the present time. The education, practical, and teaching experience of the supervisors may be presented in summary form as follows:

Margaret Johnston, Supervisor of Home Economics

Education: Graduated from Ellsworth High School 1888 and from the Home Economics Course at Stout Institute 1905; attended summer sessions Ellsworth High School 1888 and 1889 and River Falls Normal School 1895.

Practical Experience: Housewife, 1 year, 1891-92; demonstration work in summers as follows: _____, 1914; cold pack canning, 1917; wheat substitutes, 1918. (1 year and 3 summers.)

Teaching and Supervising Experience: Rural School, 1 year; 1889-90; Grade teaching; Ellsworth, 1 year, 1890-91, Glenwood, 4 years, 1893-97, Ellsworth, 1 year, 1897-98, St. Croix Falls, 4 years, 1898-1902; Marion State School for Dependent Children, Sparta, 1 year, 1902-03; Stout Institute, 1 year, 1905-06; Director Home Economics, Waukegan, Illinois, 13 years, 1906-19; Summer Sessions, River Falls Normal School, 1915 and 1916. (26 years and 2 summers.)

Edward E. Gunn, Supervisor of Trades and Industries

Education: Graduated from Green Bay High School 1902; attended summer sessions Valley City Normal School, N. D., 1905, Oshkosh Normal School, 1907, Stout Institute, 1918, and Columbia University, 1919; correspondence work in civil engineering with International Correspondence Schools, and in law with the LaSalle Extension University.

Practical Experience: Farming, 1 summer, worked in shops of Chicago, Mil. & St. Paul Ry. 4 summers, and worked for Wisconsin Public Service Co. 1 summer. (6 summers.)

Teaching and Supervising Experience: Rural School, 2 years; Principal Green Bay Ward School, 6 years, 1906-12; Director of Vocational Education at Green Bay, 6 years, 1912-18. (14 years.)

Alexander R. Graham, Supervisor of Trades and Industries

Education: Attended Whitewater Normal School, 4 years, 1899-1903, Armour Institute of Technology (Manual Arts) 1 year, 1907-08, and the University of Wisconsin, 1 year, (part time), 1909-10. Attended summer sessions: Whitewater Normal School, 1904, University of Wisconsin, 1909, 1910, 1911, 1912, 1919, and Stout Institute, 1918.

Practical Experience: Whitewater Wagon Works, 4 summers, 1899-1903.

Teaching and Supervising Experience: Rural School, 1 year, 1903-04; Grades, Deerfield, Wis., 2 years, 1904-06; High Schools: Urbana, Illinois, 1 year, 1906-07, Deerfield, 1 year, 1910-11, Racine, 1 year, 1911-12; High School and Continuation School, jointly, Racine, 1 year, 1912-13; Director of Continuation School Racine, 5 years, 1913-18. (12 years.)

William Frederick Faulkes, Supervisor of Trades and Industries.*

Education: Graduated from Sheboygan High School (Classical Course) 1896, and from the Oshkosh Normal School (Industrial Course) 1907. Attended University of Missouri, 1 year, 1897-98; summer session University of Wisconsin, 1907 and 1908; Stout Institute, 1918, and Columbia University, 1919; studied industrial education in Europe 1913-14.

Practical Experience: Waukesha Malleable Iron Works, 1½ years, Modern Steel Structural Co., Waukesha, 2 years, Lauson Engine Works, New Holstein, ½ year, building contractor 3 summers. (4 years and 3 summers.)

Teaching and Supervising Experience: Rural School, 3 years; State Graded School, 2 years; Director of Manual Arts, Two Rivers, Wis., 2 years, and Appleton, Wis., 4 years. (11 years.)

Gustav W. Gehrend Supervisor of Agriculture

Education: Graduated from Elkhorn High School (Science Course) 1889, Whitewater Normal School (Science Course) 1894, University of Wisconsin (Ph. B.) 1903, and (Ph. M.) 1915.

Practical Experience: Lived and worked on farm until 21 and 5 summers thereafter; United States Emergency Demonstration Agent, Dane County, 1917-19.

Teaching and Supervising Experience: Graded School, Manawa, Wis., 1 year, 1892-93; Superintendent of Schools, Jefferson, Wis., 2 years., 1894-96; Boscobel, Wis., 5 years, 1896-1901; Baraboo, Wis., 5 years, 1903-08, Marquette, Michigan, 6 years, 1908-14; Assistant Professor of Animal and Dairy Husbandry University of Minnesota, 2 years, 1915-17 (21 years).

The supervisors of Trade and Industry are thus men who came into the work early and have developed along with it. Their former school education has been more or less irregular, through all of it is the substantial equivalent of graduation from a State Normal School in this State. There is very clear evidence in the statement of a desire to improve themselves by continuing attendance at summer sessions, and in the case of Mr. Faulkes of going to Europe to study the industrial education situation. The practical experience of Mr. Graham and Mr. Gunn are incidental, that of Mr. Faulkes is more substantial. All of the supervisors have had rather a wide supervising and teaching experience. Mr. Faulkes has been in the work of teaching and supervising for eleven years, Mr. Graham twelve years, and Mr. Gunn fourteen years.

The continuation school problem was a new problem at the time and specific training in it was not available in our teacher training institutions, and the directors who were selected to be supervisors were men who at the time had been, in the opinion of the State Board of Vocational Education, most successful in the local administration of the continuation schools in the local communities.

Miss Johnston with the special training of Stout Institute in Home Economics and thirteen years of experience as Director of Home Economics at Waukegan, Illinois, besides thirteen years of other teaching experience, including one year at Stout Institute and two summers at the River Falls Normal School, was by training particularly well qualified to take up the work of supervisor of Vocational Home Economics.

Mr. Gehrand as Supervisor of Agriculture need not detain us in this connection because we plan to discuss his work more in detail in the Agricultural Survey.

* In August, 1921, Mr. Faulkes was made Supervisor of Handicaps with two assistants, Miss Roach and Mr. Joseph H. Brown, both formerly of the Industrial Commission.

§ V. Some General Problems of State Supervision

Cooperation with the State Superintendent

Besides the special recommendations made in this chapter, three additional recommendations may be made, one of which has been practically achieved. When this chapter was first prepared stress was laid upon the necessity of cooperation between the State Superintendent and the State Board of Vocational Education. Through the process of popular election the Director of Vocational Education has become the State Superintendent of Schools, and has included in his platform hearty cooperation with all the State educational boards. Since he has assumed office, on the third of July, 1921, he has put into effect the policy of cooperation and the State Board of Vocational Education and the State Superintendent of Schools are working together for the best interests of all the children of the State.

An Active State Policy

The second general need in the vocational school system is the formulation of an active State policy in vocational education. The attacks on the vocational schools by the State Superintendent have kept them to too great a degree in a defensive position. They were, by the necessities of the case, too much concerned about attacks from the rear. Now no such possibilities exist, and a cooperative and helpful attitude is substituted for "wars and rumors of war," and consequently from this standpoint alone the time for an active State policy is opportune.

Even without this opposition there was need for evolving a policy in the light of community developments and the spontaneous response to needs of the vocational schools. The variety of service that these schools can render, the organization to meet all sorts of educational needs for more or less limited time, the awakening of the directors to the opportunity for educational leadership, and the impending further development of the work in the field of adult education, make an active State policy imperative.

This, of course, should not be necessarily a policy developed exclusively by State officers, but must be a policy cooperatively worked out by the entire teaching force under the direction of the State officers and the local directors. Simultaneous consideration by the classroom teachers in the vocational schools and State and local supervisors of the important educational problems involved in the work should be the basis for the solution of the more important problems of supervision which confront these schools—the evolution of courses of study, training of teachers in service, and the development of a professional attitude by all people working in the continuation schools.

Specialized Supervision

The present supervision of the continuation school has been a general supervision. The State has been districted and each of the three supervisors of trade and industrial subjects has been assigned a district where

he is in charge of the entire administration of the school. With one supervisor of agricultural education, no possibility of subdivision of the work existed, and of course this formed a specialized kind of supervision. With a young developing type of institution such as the continuation school, now that the problems of mere organization have been solved, there is special need to bring to bear upon the problems of these schools a highly specialized form of supervision, what in industry would be called "functionalized management."

The assigning of the work of industrial handicaps to Mr. Faulkes is the utilization of special talent for that kind of work. The continuation schools in general need for their academic problems specialized supervision. They need it in their trade and industrial subjects as well. The State Board of Vocational Education should at the earliest possible moment utilize whatever special talent is in its present force, and for a number of years ahead make the inspection of these schools specialized rather than general. At the present stage of development the only thing that the supervisors can do is to give a general supervision to these schools. There will come a time when the problems of the vocational school are more generally understood than they are now and when technique has been developed, and by wise administration and supervision furnished to all schools. Then the Board may go back to a general supervision, but that time is not in the immediate future.

State School Administration

Recommendations

1. The State Board of Vocational Education should devote its meetings to comprehensive planning and the building up of definite state policies in the large field within its jurisdiction. The interest of the board in administrative routine should be primarily for this larger service.
2. The State Board of Vocational Education should from now on stress its educational supervisory functions more than its administrative functions. This, of course, must not be interpreted to mean that the organization and administrative problems will be neglected, but that the supervisory educational functions are to become increasingly important.
3. The State Board of Vocational Education should develop more as a staff agency than as an inspection agency. The State courses of study should be developed more fully than the present courses, and in making such courses of study, the State agency should aim to secure the active co-operation of the teachers in the continuation schools in working out the problems of a State course of study.
4. The State Supervisors should make their suggestions, comments, and constructive criticism a matter of record and file with the local officer and the local board. These reports should be the basis of subsequent visits to determine progress.
5. The staff of State Supervisors should direct their attention to the fundamental conditions of school administration, particularly the administrative agency, namely, the director. His method of supervision, of providing continued training for teachers, his program, his methods of utilizing teachers and developing courses of study, and improving methods, should be the special interest of the State Supervisors.
6. The character of the supervision that the State has heretofore been giving is general. What we need is a specialization of the staff of the State Board of Vocational Education and consequently the benefits of special supervision should be given to the localities. Some beginnings in this work have already been effected by the election of a State Supervisor of Agricultural Education and a State Supervisor of Home Economics. The present staff is used somewhat in accordance with its special abilities for this special form of supervision.
7. The active cooperation of the State Superintendent of Schools and the State Board of Vocational Education will be helpful in developing the continuation schools. (While this survey was being made the State Director of Vocational Education became the State Superintendent of Schools, and this cooperation is now a matter-of-fact).

APPENDIX A

Publication of State Board of Industrial Education—1911-1917.

- Bulletin No. 1. Laws of Wisconsin relating to employment of women and children, industrial education and truancy. Comp. by C. P. Cary. 1912*
- Bulletin No. 2. Wisconsin legislation governing industrial and continuation education. By H. E. Miles. 1912.
- Bulletin No. 3. Industrial education. By H. E. Miles. 1912.
- Bulletin No. 4. Education of the girl. By L. D. Harvey. 1912.
- Bulletin No. 5. Industrial and continuation schools. By L. E. Reber. 1912.
- Bulletin No. 6. Manual Arts. By F. D. Crawshaw. 1912.
- Bulletin No. 7. Public continuation schools. By Wisconsin Board of Industrial Education. 1913.
- Bulletin No. 8. Proceedings of the first institute of the continuation school teachers of Wisconsin. 1913.
- Bulletin No. 9. Practical application of cooking lessons. 1914.
- Bulletin No. 10. Outlines of lessons: institute of teachers Wisconsin public industrial, commercial, continuation and evening schools. 1914.
- Bulletin No. 11. Outlines of lessons: institute of teachers Wisconsin public industrial, commercial, continuation and evening schools. 1915.
- Bulletin No. 12, 13 and 14. Papers and discussions at the conferences of teachers of Wisconsin public industrial, commercial, continuation and evening schools. 1916. 2 Pts.
Biennial Report of the State Board of Industrial Education for the period ending July 1, 1914.²

* These bulletins (1-14) were published under Mr. Hick's direction.

² This was prepared largely by Mr. Sprague.

- Bulletin Vol. I, No. 1,* May 25, 1916.
- Bulletin Vol. I, No. 2. June 10, 1916.
- Bulletin Vol. I, No. 3. Sept. 29, 1916.
- Bulletin Vol. I, No. 4. Oct. 1, 1916.
- Bulletin No. 1. Laws of Wisconsin Relating to Vocational Education. Published in 1917.
- Bulletin No. 2. Plans Concerning the Wisconsin System of Vocational Training Presented to the Federal Board of Vocational Education. Published in 1918.
- Bulletin No. 3. Wisconsin Laws Relating to Vocational Education. Published in 1919.*
- Bulletin No. 4. Wisconsin Laws Relating to Vocational Education. Published in 1921.

* These four bulletins were published under Mr. Glynn's direction. These are small four page administrative bulletins of information.

- Monograph No. 1. Courses of Study. Machine Shop Practice. (1919)
- Monograph No. 2. Courses of Study. Electricity. (1919)
- Monograph No. 3. Courses of Study. Citizenship. (1919)
- Monograph No. 4. Courses of Study. Sheet Metal. (1919)
- Monograph No. 5. Courses of Study. Teacher Training. (1919)
- Monograph No. 6. Courses of Study. Printing. (1919)
- Monograph No. 7. Courses of Study. Telegraphy. (1919)
- Monograph No. 8. Courses of Study. Cabinet-Making. (1919)
- Monograph No. 9. Courses of Study. Foods and Related Work. (1920)

* Bulletins 3 and 4 and the Monographs were prepared and published under Mr. Callahan's direction. Bulletins 1 and 2 were published under Mr. Glynn's direction.

CHAPTER VI

Local Boards of Industrial Education

The local administration of the continuation school is vested in a Board of Industrial Education consisting of the City Superintendent of Schools and four other members—two employers and two employees. The appointive members are selected for terms of two years by the Board of Education, which is in charge of the elementary and high schools of the city. The purpose of this provision is to keep the local Board of Education in touch with the continuation school. This power of appointment gives the local board of education a great potential influence over the members of the local Board of Industrial Education. The fact that the term is made two years gives the Board of Education the opportunity, at frequent intervals, of reviewing the work of the members of the local Board of Industrial Education. Obviously, this provision of the law is in the interest of the cooperation of these two public educational agencies and is a safeguard against the dualism of educational administration, which has been so widely heralded by the opponents of these schools, but which has never developed in fact in the locality.

Defects of Organization of Boards of Industrial Education

It may be said here frankly that the Boards of Education of the cities have not given to the selection of the members of the local Board of Industrial Education the serious attention that this opportunity offers them for rendering a public service. In one or two instances the Boards of Education have failed to re-elect the members of Industrial Education biennially.¹ Consequently and naturally the old members continue. It may be said that this would have had the same effect of re-electing the membership of the Board of Industrial Education. This is true, but the Board of Education should have affirmatively acted as a vote of confidence or otherwise and in any case have reviewed the service of the members of the local board of industrial education as a matter of plain legal requirement. The representative character of the Board will be commented on more fully in a later section.

In a not inconsiderable number of cases the Board of Education has appointed its own members on the local Board of Industrial Education. Only 26 schools reported on this question and out of the 26, 15 reported that either at present or at some time in the past there had been on the local board of industrial education members who were also members of the regular board.¹ It has been suggested that as a matter of public policy it is not wise administration nor in fact in conformity with the law to have a school board appoint from its own membership the members on the local Board of Industrial Education even though in some cases these members have been among the

¹One city reported that members of local boards of industrial education had "served since beginning, and no one knows when terms expire."

¹Antigo (2 members); Green Bay, 1; Kaukauna, 2; La Crosse, 1; Madison, 1; Menasha, 1; Menomonie, 1; North Milwaukee, 1; Oshkosh, 1; Rhinelander, 1; South Milwaukee, 2; Stevens Point, 2; Sheboygan, 7; Wausau, 1; Wisconsin Rapids, 2.

most valuable on these boards. While it may be felt that this is in the interest of promoting unity of action it is not in accord with the spirit of the law. It is ordinarily not considered sound public policy for an appointive officer to appoint himself to public office, particularly if periodically the action of such appointee is to be reviewed. The Attorney General in an opinion says: "The local Board of Education has ample control over the local Board of Industrial Education both by means of its power of appointment and of its frequent review of the work of the board because of the short term of office of members."

It was felt desirable that some name should be given to this board in charge of the continuation schools that would distinguish it from the ordinary Board of Education. The name devised in the first law and continued since is the "Local Board of Industrial Education." Unfortunately, this name has tended to give the public the impression that the continuation school was merely a school of industrial training, and that it was not in fact to continue the work of the ordinary public school along educational as well as vocational lines. In the amendment of the Vocational Educational law in 1917 the name of the school itself was changed to the "vocational school." The city of Milwaukee, on the other hand, in all its official stationery has referred to its school as a "continuation school." If we keep in mind the purpose of this school, as elsewhere defined in this report, it would seem advisable to change the name of the Board as well as the school—the school to be named the "Continuation School" and the Board to be known as the "Continuation School Board." This would tend more to establish in the public mind the real character of these schools than the present unfortunate name.

A question has been raised whether a board of five members can be sufficiently representative of the industrial interests in the larger communities of the state. If the continuation school cities are divided into cities of ten thousand and more population, and cities of less than ten thousand, a good case could be made out for increasing the membership of boards in cities of ten thousand population, or over. With the rapidity of our industrial development and the variety of it in these larger cities it would seem to be wise at this time to increase the membership of boards in cities of ten thousand population or over to at least seven members. If this were done the term of office of the six appointive members ought to be increased to three years with one from each group appointed annually.

A Representative Board of Industrial Education.

The children in the vocational schools are in industry and what they do in the continuation school must, in some way, relate itself directly to their industrial occupation whether the same is to make them better citizens or better workmen, or both. The teacher in the vocational school is, therefore, touching rather intimately the sphere of sensitive industrial relations and as a matter of safe-guarding the teacher and the school the plan of having on the local board of industrial education representatives of both of the interests in industry was devised. Moreover, it was felt that there should be available to the educational authorities administering the continuation

schools the best judgment available from among the employers and the employees in the community. By this means there is thus provided a ready channel of communication between industry and the school that is dealing so intimately with the local industrial situation. Suggestions can be freely made from both of the industrial interests to the school by means of this kind of a board and these representatives—laboring men and employers can carry to their respective groups a sympathetic account of what the school is trying to do, of the difficulties in its way and of its achievements.

Unfortunately, the appointments that have been made to this industrial board of education have not been made with any sympathetic understanding of the purposes of the representation of the industrial interests on the board. The employers that have been appointed on the board have been representative men and representative employers. For some reason or other the appointment of employees on this board has not been representative of the laboring group. We find among the employee members the following: A minister, salesman, shipping clerk, city treasurer, machinist, bank cashier, foreman, factory superintendent, labor organizer, and others. In one city we find a bank cashier representing employees and in another, employers, and so with foremen, factory superintendents, and other executive managerial employees.¹

Investigation shows that in some cases these executive employees are really representing the point of view of labor, in others they are not. The explanation of this situation has been variously stated. In some places it is alleged that there is great difficulty in finding among employees, men of sufficient public spirit and sense of responsibility and leadership to warrant their appointment to this important position. In other cases it is alleged as is the fact, that the term "employee" and the term "employer" are not defined in the law and the appointment of any employee, whether manager or otherwise, meets the legal requirement even though it may not be in accord with the spirit of the law.

Unfortunately, moreover, the principal industrial interests have not, to any considerable degree, kept in touch with their representatives on the local board of industrial education. For example, local labor councils have apparently taken little interest in their representatives, have not followed up the work of the appointees, and have not made suggestions to them except in the rarest cases, and have thus lost a great opportunity to render a decisive service to public education. The State Federation of Labor itself at its last convention noted this situation. The Federation in its investigation of the school system made the following significant comment in their report:

"The replies to our questions concerning the degree of cooperation between the labor members and the labor groups they represent, indicate that in many places too little interest has been taken by labor in following up the work of their representatives. To the question, 'What matters concerning the schools have the labor members taken up with the Trades Council?' The usual reply was, 'None, but efforts are now being made.'

"This is unsatisfactory for the present but hopeful for the future. Some replies, on the other hand, are very encouraging in that they indicate that wherever there is a real representation of labor, and active cooperation the accomplishments speak for themselves. The Manitowoc committee, for example, reports such activities as: Securing the substitution of two men

¹ See Chapter IV, The Present Situation in the Wisconsin Continuation Schools.

representing labor; centralizing the purchase of all school supplies in the representing labor on the board of vocational education in place of two not secretary of the board of education; changing the system of purchasing fuel; securing the substantial increase of wages for the teachers. Many of their recommendations for future development of the schools have been embodied in this report.

"What we need now is that the Education Committee of every Trades Council shall offer their services to the labor representatives on the local board, shall discuss policies with them, shall see that the labor representatives have a chance to present important problems to the whole Trades Council or to their local unions, and shall suggest such changes as they deem necessary.

"Likewise the labor representatives on the various boards should not try to stand alone. They should take back to the groups they represent the questions which are of concern to the whole body of labor." (1920 Convention Proceedings—The Wisconsin State Federation of Labor, p. 137.)

How Shall Boards be Made Representative

The situation with reference to the representative character of the local boards of industrial education caused Mr. Callahan, the director of vocational schools of the state, to request the Attorney General for an interpretation of the words "employers" and "employees" as used in the vocational law. The Attorney General writes an exhaustive opinion. He says: "The general scheme of the law is also to provide for the conduct of those schools by a board made up locally of those directly interested and affected by industrial and vocational training. That being the general scheme of the law, the words 'employers' and 'employees' must be interpreted with respect to the purpose of the act." In terms of this statement of the purpose of the law he defines "employer" in the following language:

"The intent and spirit of the law requires that two members of the local board be employers, and in my opinion they should be employers in the vocational and industrial establishments in the locality, and not employers generally."

The word "employee" is defined in the following language:

"It is likewise my opinion that the two employes of the local board should be employes who are engaged in practical employment in the vocational or industrial institutions of the locality, and not employes generally. The word 'employees' as used in the vocational law, if not according to the spirit of the law, excludes officers, superintendents, and responsible directors of vocational or industrial establishments from a position on the local board.

"A person who is cashier of a bank is, in a broad sense, an employe, but he is not that kind of an employe who is eligible to the position on the local board, for the reason that his employment has nothing to do with either the vocational or industrial institutions of the locality. A foreman and a stockholder of an industrial plant might likewise, in the broad sense, be an employe, but he is not an employe under the terms of this act with respect to the vocational and industrial institutions. Neither is an officer of a company, nor the responsible manager of a copartnership an employe within the terms of the vocational act. An employe within the terms of that act refers to a man who is engaged in the practical work in the vocational or industrial institutions of the locality where the school is established."

The State Director of Vocational Schools also asked how local communities may be compelled to comply with the intent and spirit of the Vocational Law on this point of a representative local board. The Attorney General points out that ordinarily the state is not interested in local boards

performing duties concerning local matters, but the local vocational boards are more than mere local boards and they, in part, represent the state, and therefore the state is interested to the extent at least of the appropriation made to a vocational school as well as in the proper conduct of such schools. Without attempting to decide the question asked, the Attorney General suggests that state aid might be withheld by the State Board of Vocational Education in accordance with the statutory provisions for distribution of state aid.

The City Superintendent on the Local Board of Industrial Education

The local board of industrial education is organized on the basis of cooperation between the education and economic forces of the community, including both labor and capital. We have elsewhere described the economic forces in the local board of industrial education. It remains to say a word about the educational.

The city superintendent of schools is ex-officio a member of the local board of industrial education. As such he occupies the same position with respect to the local director which the members of the regular school board occupy with respect to him. The legal theory underlying the organization of boards of education is that, as individuals, members of boards of education have no power. They have power only when called together in accordance with law, and acting collectively. Their judgment, as thus expressed, is to be carried out by the executive officer. In the case of the continuation schools, the executive officer is the director of the vocational schools. The city superintendent of schools has, therefore, legally no more power over the vocational schools than has any other member of the local board of industrial education.

A few city superintendents have failed to realize this. These have confused their regular administrative work as city superintendents with their duties as members of the local boards of industrial education. On the other hand, complaint is made, apparently justly, that a few city school superintendents are not doing their duty as regular board members on the local industrial board—that their presence on the local board actually works against the proper development of the school. Where this is true, it is due usually to one of two causes. It may be due, first, to over-conscientiousness on the part of the superintendent in not wanting to interfere with the work of the director of the continuation schools. It may be due, on the other hand, to skepticism or even positive antagonism toward the work of the continuation schools; toward the principle of supplying flexible part time educational opportunities to employed minors, and toward the principle of separate administration of these schools by representative boards. Membership on the local board has placed in a very embarrassing position some of these superintendents who are avowedly hostile to the system, and it is readily conceivable that it is difficult for some of them, as board members, to work wholeheartedly for the success of an institution to which they are fundamentally opposed. In one or two cases, superintendents so disposed have laid themselves open to the suspicion of using their influence and their vote to retain on their jobs directors who are obviously inefficient.

This attitude of these few superintendents needs to be mentioned here in order to make clear the apparent failure, in some communities, of the representative, cooperative system of administering the continuation schools. It should not be over-emphasized, however. The number of superintendents who can justly be complained of on this score is fortunately small. There are, on the other hand, superintendents who are using all their prestige and influence on the board for the proper upbuildings of the continuation schools. The history of the promotion and development of many of our part time schools is evidence that we have superintendents who see in the development of part time education and of vocational education under representative control not a rival of the regular full time schools, but a much needed extension of educational opportunities to those to whom the full time schools cannot minister. We can hope that the time is not far distant when every superintendent will accept cheerfully his full share of the responsibility of membership on the local board of industrial education and will become an important factor in promoting the growth of these schools and in helping the community to understand them and the reasons for the separate administration of them.

Recommendations

This series of facts lead to the following recommendations for the improvement of local boards of industrial education and for securing better service from them:

1. The local board of industrial education should be known as "The Continuation School Board."
2. In cities of ten thousand population, or over, the continuation school board should consist of seven members and in cities of less than ten thousand population, of five members as at present.
3. In cities over ten thousand population the term of office on the continuation school board should be three years with the annual expiration of the term of office of one employer and one employee.
4. In cities under ten thousand population the term of office should be, as at present, two years, with the annual expiration of the term of office of one employer and one employee.
5. The Vocational School Law should be amended along the lines of the Attorney General's opinion with reference to the meaning of the terms "employee" and "employer."
6. The local appointing authority should seek the advice and suggestions of local labor and employer organizations, or associations, before making appointments to the local continuation school board. This would help to make these boards in fact representative.
7. Local labor and employer organizations should keep in touch with the representatives on the continuation school board, furnish suggestions and seek from the members of the board an account of their stewardship.
8. The State Board of Vocational Education should refuse to allow any state aid for continuation schools or recommend federal aid for any city whose continuation school board is not in fact representative.

THE PRINCIPLES AT THE BASIS OF A PUBLIC EDUCATIONAL PROGRAM

The public educational program proposed by the State Board of Education is based on the following principles:

1. The welfare of every child is a primary concern of the State.
2. The State exists for the welfare of its citizens. It is a means to an end.
3. The duty of the State to require a minimum of education in the interest of its own security and progress.
4. The right of the State to provide comprehensive state-wide educational facilities of every grade of education open on equal terms to all citizens.
5. The right of the State to tax all the property, including the income or inheritance of people to support and maintain a public educational system.
6. Equality of educational opportunity everywhere in the State. Wherever the State permits a community to organize a public school; it shall see that the community is able to provide, with State aid, if necessary, adequate educational facilities.
7. The organization of educational and taxation units large enough to adequately finance and furnish at least that minimum of education, which the State regards as necessary to its continued existence, in order that it may achieve its public welfare purposes.
8. The duty of educational institutions, in accordance with a State plan, to serve the State by informing the citizenship, by furnishing trained, socially minded men, for the trades, professions and particularly the public service, by research in the great problems of our industrial and social life today calling for solution.

—Edward A. Fitzpatrick.

No wind serves him who has no destined port

Unity through Cooperation

STATE BOARD OF EDUCATION
MADISON, WISCONSIN

THE STATE BOARD OF EDUCATION IS A MEANS FOR SECURING
A CONSTRUCTIVE COOPERATIVE SERVICE FROM ALL THE STATE'S
EDUCATIONAL AGENCIES.

3 0112 105208497

